Civilian Review and Complaints Commission for the RCMP

2016–17

Report on Plans and Priorities

The Honourable Ralph Goodale, P.C., M.P.
Minister of Public Safety and Emergency Preparedness

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Chairperson's Message

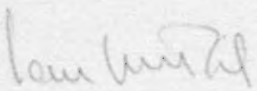
This report provides an overview of the plans and priorities of the Civilian Review and Complaints Commission for the RCMP (CRCC) for the 2016–17 fiscal period.

The Commission will continue to carry out its core public complaint and review functions and monitor wider trends and developments in RCMP policy and practice. With its expanded authorities it will examine systemic issues which are of concern to the public and which challenge the success of the RCMP and risk eroding public trust in this important Canadian law enforcement institution. Enhancing relations with provincial and territorial governments which contract for RCMP services, and reporting to them about public complaints relating to RCMP conduct in their respective jurisdictions will also be key strategic activities for the Commission in the coming fiscal year.

As the national, independent review body for the RCMP, the Commission is uniquely positioned to contribute to government strategies which address the activities of departments and agencies with national security responsibilities. The Commission looks forward to assisting the Minister of Public Safety and Emergency Preparedness as he moves forward with this important task.

The Commission will continue refining its structure and business model, and identifying efficiencies which reduce back-office costs, enhance operational processes and ensure that the bulk of its resources are focused on its primary operational objectives.

I believe the Commission is in a strong position to address the issues that challenge public confidence in the RCMP and will continue to contribute to maintaining the critical balance between the RCMP's community policing and law enforcement objectives and the public's expectations on how these can and should be achieved.



Ian McPhail, Q.C.
Chairperson

Section I: Organizational Expenditure Overview

Organizational Profile

Appropriate Minister: The Honourable Ralph Goodale, P.C., M.P.

Institutional Head: Ian McPhail, Q.C.

Ministerial Portfolio: Public Safety and Emergency Preparedness

Enabling Instrument: *Royal Canadian Mounted Police Act*

Year of Incorporation / Commencement: 2014

Organizational Context

Raison d'être and Responsibilities

The Civilian Review and Complaints Commission for the Royal Canadian Mounted Police is an independent agency created by Parliament and is not part of the Royal Canadian Mounted Police (RCMP). The Commission's fundamental role is to provide civilian review of the conduct of RCMP members in carrying out their policing duties, thereby holding the RCMP accountable to the public. The Commission ensures that complaints about the conduct of RCMP members are examined fairly and impartially. Its findings and recommendations help identify and remedy policing problems which stem from the conduct of individual RCMP members or from deficiencies in RCMP policies or practices. The Commission also conducts reviews of specified RCMP activities, reports to provinces which contract RCMP services, conducts research, program outreach and public education, and provides independent observers to investigations of serious incidents involving RCMP members.

Strategic Outcome and Program Alignment Architecture

Strategic Outcome: Public Confidence in the RCMP

Program: Civilian review of RCMP members' conduct in the performance of their duties

Internal Services

Organizational Priorities

Priority	Type[1]	Strategic Outcome
Strengthen the public complaint process	Ongoing	Public confidence in the RCMP

Description

Why is this a priority?

A strong, accessible and timely complaint process with established service standards is essential to the credibility of both the Commission and the RCMP. Through effective monitoring of the RCMP's response to public complaints, as well as a robust review process which leads to findings and recommendations when necessary, the Commission aims to effect change and foster public confidence in the RCMP. Further, by enhancing its capacity to conduct independent investigations, gather and analyse relevant data, and track the manner in which its recommendations are accepted and implemented by the RCMP, the Commission can add to the credibility of the complaint process and increase confidence in the RCMP.

What are the plans for meeting this priority?

- Evaluate, establish and publicly report on service standards for the complaint and review processes.
- Implement service delivery methods that maximize efficiency and effectiveness of the complaint intake process.
- Develop the Commission's Informal Resolution Program in light of recent legislative changes.
- Continue to track actions taken by the RCMP on recommendations contained in public reports, and establish a tracking mechanism for the implementation of recommendations contained in individual reports.
- Enhance the Commission's data collection, statistical integration and reporting functions.

1. Type is defined as follows: previously committed to—committed to in the first or second fiscal year prior to the subject year of the report; ongoing—committed to at least three fiscal years prior to the subject year of the report; and new—newly committed to in the reporting year of the RPP or DPR.

Priority	Type	Strategic Outcome
Strengthen the Commission's investigative capacity	Ongoing	Public confidence in the RCMP

Description

Why is this a priority?

The investigation of police actions by police continues to be of concern to Canadians. In most Canadian jurisdictions, measures are in place to ensure independent criminal investigations into serious incidents involving police officers.

It is equally important that the review of police conduct, policy and practice be conducted independently, particularly where an incident attracts wide public interest.

Increasing the Commission's capacity to conduct independent investigations will enhance confidence in the public complaint process and the Commission's ability to hold the RCMP accountable.

What are the plans for meeting this priority?

- Reallocate operating budgets to support increased investigative capacity.
- Enhance staff training in the areas of investigation technique and major case management.
- Establish an effective major case management system in support of investigations.

Priority	Type	Strategic Outcome
Enhance relations with provincial and territorial governments, as well as police and federal review bodies	New	Public confidence in the RCMP

Description

Why is this a priority?

The Commission's expanded mandate requires that it report on its activities to provincial and territorial governments. Enhancing the Commission's relationships with provincial and territorial governments as well as police and review bodies will facilitate this reporting requirement, ensure that the unique nature and needs of each jurisdiction are understood and that the Commission's reports are responsive to any specific needs or concerns raised by each jurisdiction. This will assist the Commission in enhancing the accountability and transparency of the RCMP towards the contracting provinces and territories.

What are the plans for meeting this priority?

- Conduct regular meetings with provincial and territorial governments, as well as police review bodies.
- Enhance cooperation with other federal review bodies.
- As required, share reports and other information regarding the Commission's activities with provincial and territorial governments as well as police review bodies.
- Develop an annual government relations strategy.

Priority	Type	Strategic Outcome
Introduce specified activity reviews	New	Public confidence in the RCMP

Description

Why is this a priority?

Conducting reviews of specified RCMP activities will contribute to the increased transparency and public accountability of the RCMP. The reviews will be supported by independent research and will include systemic examinations of policies, procedures and training, among other issues, and the results will be made public. Specified activity reviews can be undertaken based on any number of criteria, including at the request of provincial ministers responsible for policing where the RCMP provides service under contract. As such, the reviews have the potential to contribute to enhancing RCMP accountability in a number of areas.

What are the plans for meeting this priority?

- Undertake reviews based on a detailed risk analysis.
- Enhance the research capacity in support of investigations and operational priorities.
- Continue consultations with stakeholders.
- Develop a comprehensive training program for investigators.

Priority	Type	Strategic Outcome
Increase outreach, public education and engagement efforts	Ongoing	Public confidence in the RCMP

Description

Why is this a priority?

As the Commission refines its complaint and review processes and initiates strategic examinations of RCMP activities, it will be critical that its role, mandate and programs are well understood by partners, community stakeholders and the public. Developing engagement and outreach initiatives that inform all parties about the services the Commission provides and clearly outline how to access these services will strengthen public confidence in the Commission and its capacity to ensure RCMP accountability.

What are the plans for meeting this priority?

- Establish annual engagement targets and priorities.
- Identify key community stakeholders and partners, and develop suitable engagement strategies and informational materials for their use.

Priority	Type	Strategic Outcome
Ensure that the most effective and efficient tools and administrative support are in place to facilitate the transition to the new mandate.	Ongoing	Public confidence in the RCMP

Description

Why is this a priority?

To respond to the requirements of its new mandate, the Commission must continue to ensure that its resources are deployed in the most effective and efficient manner possible. Its operational and administrative structures, tools and processes must be focused on supporting the delivery of its priorities. Streamlining business processes and employing strategies and technologies which enhance operational efficiency will reduce the internal services costs.

What are the plans for meeting this priority?

- Continue the IT Transformation.
- Continue the deployment of the new case management system.
- Continue to streamline business processes.
- Ensure staffing plans are in place to support HR requirements of the new mandate.

Risk Analysis

Key Risks

Risk	Risk Response Strategy	Link to Program Alignment Architecture
RCMP Implementation of Commission's Recommendations As the Commission's recommendations to the RCMP are not binding, there is a risk that key recommendations will not be implemented.	The Commission will maintain its systematic tracking of recommendations made to the RCMP. It will also meet regularly with RCMP officials to discuss the manner and timing in which the Commission's recommendations are being implemented.	Civilian review of RCMP members' conduct in the performance of their duties
Responding to Major Policing Events The Commission has no control over serious incidents between the RCMP and the public. Such events may impact on workloads across the Commission and have the potential to negatively affect the maintenance of service standards.	The Commission has a supply arrangement for specialized investigators, and will continue to track workloads, and, where needed, reallocate staff to priority areas. The Commission must ensure that it has resources available to respond appropriately to any incidents that may arise throughout the fiscal year.	Civilian review of RCMP members' conduct in the performance of their duties

Planned Expenditures

Budgetary Financial Resources (dollars)

2016–17 Main Estimates	2016–17 Planned Spending	2017–18 Planned Spending	2018–19 Planned Spending
$10,028,317	$10,028,317	$10,028,317	$10,028,317

Human Resources (Full-Time Equivalents)

2016–17	2017–18	2018–19
67	67	67

Budgetary Planning Summary for Strategic Outcome and Program (dollars)

Strategic Outcome, Program and Internal Services	2013–14 Expenditures	2014–15 Expenditures	2015–16 Forecast Spending	2016–17 Main Estimates	2016–17 Planned Spending	2017–18 Planned Spending	2018–19 Planned Spending
Strategic Outcome: Public confidence in the RCMP							
Civilian review of RCMP members' conduct in the performance of their duties	4,361,336	6,181,112	6,507,346	6,317,800	6,317,800	6,367,800	6,367,800
Subtotal	4,361,336	6,181,112	6,507,346	6,317,800	6,317,800	6,367,800	6,367,800
Internal Services Subtotal	4,428,498	3,418,859	3,604,377	3,710,517	3,710,517	3,660,517	3,660,517
Total	8,789,834	9,599,971	10,111,723	10,028,317	10,028,317	10,028,317	10,028,317

Alignment of Spending With the Whole-of-Government Framework

Alignment of 2016–17 Planned Spending With the Whole-of-Government Framework[i] (dollars)

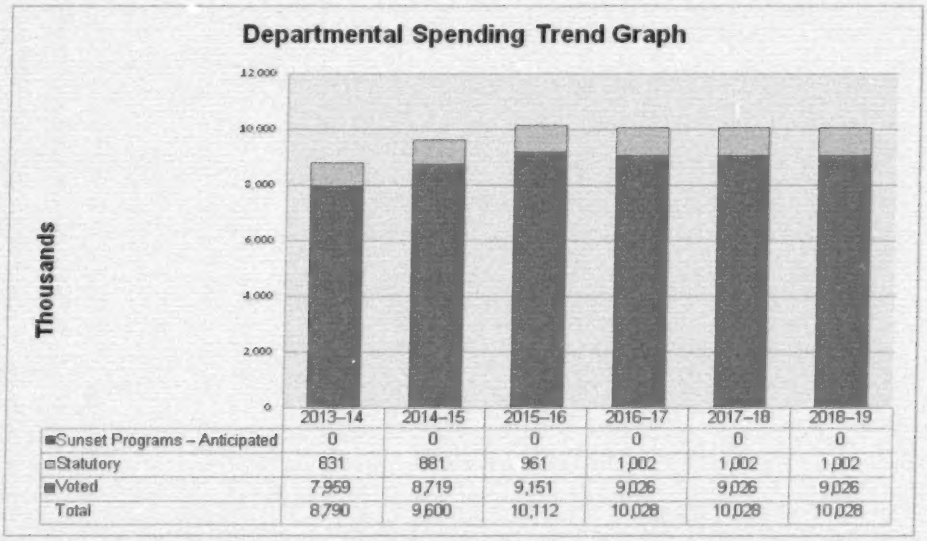
Strategic Outcome	Program	Spending Area	Government of Canada Outcome	2016–17 Planned Spending
Public confidence in the RCMP	Civilian review of RCMP members' conduct in the performance of their duties	Social affairs	A safe and secure Canada	6,317,800

Total Spending by Spending Area (dollars)

Spending Area	Total Planned Spending
Economic affairs	
Social affairs	6,317,800
International affairs	
Government affairs	

Departmental Spending Trend

The Commission has not had, nor anticipates having any Sunset Programs.



Estimates by Vote

For information on the Civilian Review and Complaints Commission for the Royal Canadian Mounted Police's organizational appropriations, consult the 2016–17 Main Estimates.[ii]

Section II: Analysis of Program by Strategic Outcome

Strategic Outcome: Public confidence in the RCMP

Program: Civilian review of RCMP members' conduct in the performance of their duties

Description

The Commission is an independent agency created by Parliament to provide fair and independent civilian review of RCMP members' conduct in the performance of their duties. The Commission accomplishes this by receiving complaints from the public about the conduct of RCMP members, and monitoring the RCMP's investigation of such complaints. Where a complainant is not satisfied with the outcome of the RCMP's response to a complaint, a request can be made to the Commission for an independent review of the members' conduct and the RCMP's handling of the matter. In reviewing complaints, the Commission may find that it is satisfied with the RCMP's handling of the complaint, or it may make findings and recommendations to the RCMP Commissioner and the Minister of Public Safety and Emergency Preparedness with respect to matters addressed in the complaint. The Commission also has the mandate to conduct reviews of specified RCMP activities; report to provinces and territories which contract RCMP services; conduct research, program outreach and public education; and provide independent observers to investigations of serious incidents involving RCMP members.

Budgetary Financial Resources (dollars)

2016–17 Main Estimates	2016–17 Planned Spending	2017–18 Planned Spending	2018–19 Planned Spending
6,317,800	6,317,800	6,367,800	6,367,800

Human Resources (Full-Time Equivalents)

2016–17	2017–18	2018–19
45	45	45

Performance Measurement

Expected Results	Performance Indicators	Targets	Date to Be Achieved
Increased transparency and public accountability of the RCMP	Increased % of public confidence in the complaint process over a two-year period	1% increase	March 2018
Increased transparency and public accountability of the RCMP	Increased % of accepted recommendations implemented over a two-year period	1% increase	March 2018
Enhanced accountability to RCMP contracting provinces	Increased % of contracting partner confidence in the RCMP over a two-year period	1% increase	March 2018

Planning Highlights

The new Commission will continue to implement its enhanced mandate which includes the existing complaints function, as well as the new authorities to conduct joint complaint investigations, reviews and hearings with other law enforcement review bodies; to conduct reviews of specified activities; to provide enhanced reporting to provinces and territories which contract RCMP services; to undertake research; to conduct outreach efforts; and to provide independent observers to investigations of serious incidents involving RCMP members.

Bill C-42, the legislation which created the new Commission, directs it to establish service standards for the timely handling of public complaints. The former Commission had maintained performance-based service standards for each step of the complaint and review process since 2007. Additional funding will allow the new Commission to maintain these standards while adjusting business processes, and implementing new programing and technical support required to meet the expanded mandate and responsibilities prescribed in Bill C-42. The Commission has launched a new case management system which will assist with the tracking of each step of the complaint and review process, and produce business intelligence to identify and address any delays. Tracking complaints and appeals from the RCMP's initial disposition of the complaint will enhance the ability of complainants, RCMP members and Canadians to hold the Commission and the RCMP accountable for a timely response to public complaints.

Guided by the objectives outlined in its legislation, the Commission will work to increase public confidence in the RCMP by enhancing its transparency and accountability to the public as well as to the provinces and territories which contract for its services. The Commission's strategic approach to achieving this outcome is set out in the priorities outlined in Section I of this report.

Internal Services

Description

Internal Services are groups of related activities and resources that are administered to support the needs of programs and other corporate obligations of an organization. Internal services include only those activities and resources that apply across an organization, and not those provided to a specific program. The groups of activities are Management and Oversight Services; Communications Services; Legal Services; Human Resources Management Services; Financial Management Services; Information Management Services; Information Technology Services; Real Property Services; Materiel Services; and Acquisition Services.

Budgetary Financial Resources (dollars)

2016–17 Main Estimates	2016–17 Planned Spending	2017–18 Planned Spending	2018–19 Planned Spending
3,710,517	3,710,517	3,660,517	3,660,517

Human Resources (FTEs)

2016–17	2017–18	2018–19
22	22	22

Planning Highlights

In 2016–17 the Commission will continue its efforts to ensure that its operational and administrative structures, tools and processes are focused on supporting the delivery of its priorities. It will continue streamlining business processes and employ strategies and technologies which enhance operational efficiency while reducing internal services costs.

Section III: Supplementary Information

Future-Oriented Condensed Statement of Operations

The Future-Oriented Condensed Statement of Operations provides a general overview of the Civilian Review and Complaints Commission for the Royal Canadian Mounted Police's operations. The forecast of financial information on expenses and revenues is prepared on an accrual accounting basis to strengthen accountability and to improve transparency and financial management.

Because the Future-Oriented Condensed Statement of Operations is prepared on an accrual accounting basis, and the forecast and planned spending amounts presented in other sections of the Report on Plans and Priorities are prepared on an expenditure basis, amounts may differ.

A more detailed Future-Oriented Statement of Operations and associated notes, including a reconciliation of the net cost of operations to the requested authorities, are available on the Civilian Review and Complaints Commission for the Royal Canadian Mounted Police's website.

Future-Oriented Condensed Statement of Operations
For the Year Ended March 31, 2016
(dollars)

Financial Information	2015–16 Forecast Results	2016–17 Planned Results	Difference (2016–17 Planned Results minus 2015–16 Forecast Results)
Total expenses	11,546,371	11,146,966	399,405
Total revenues	nil	nil	
Net cost of operations before government funding and transfers	11,546,371	11,146,966	399,405

Supplementary Information Tables

The Commission does not have any supplementary information tables.

Tax Expenditures and Evaluations

The tax system can be used to achieve public policy objectives through the application of special measures such as low tax rates, exemptions, deductions, deferrals and credits. The Department of Finance Canada publishes cost estimates and projections for these measures each year in the Tax Expenditures and Evaluations[iii] publication. The tax measures presented in that publication are the responsibility of the Minister of Finance.

Section IV: Organizational Contact Information

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Appendix: Definitions

Appropriation: Any authority of Parliament to pay money out of the Consolidated Revenue Fund.

budgetary expenditures: Operating and capital expenditures; transfer payments to other levels of government, organizations or individuals; and payments to Crown corporations.

Departmental Performance Report: Reports on an appropriated organization's actual accomplishments against the plans, priorities and expected results set out in the corresponding Reports on Plans and Priorities. These reports are tabled in Parliament in the fall.

full-time equivalent: A measure of the extent to which an employee represents a full person-year charge against a departmental budget. Full-time equivalents are calculated as a ratio of assigned hours of work to scheduled hours of work. Scheduled hours of work are set out in collective agreements.

Government of Canada outcomes: A set of 16 high-level objectives defined for the government as a whole, grouped in four spending areas: economic affairs, social affairs, international affairs and government affairs.

Management, Resources and Results Structure: A comprehensive framework that consists of an organization's inventory of programs, resources, results, performance indicators and governance information. Programs and results are depicted in their hierarchical relationship to each other and to the Strategic Outcome(s) to which they contribute. The Management, Resources and Results Structure is developed from the Program Alignment Architecture.

non-budgetary expenditures: Net outlays and receipts related to loans, investments and advances, which change the composition of the financial assets of the Government of Canada.

performance: What an organization did with its resources to achieve its results, how well those results compare to what the organization intended to achieve, and how well lessons learned have been identified.

performance indicator: A qualitative or quantitative means of measuring an output or outcome, with the intention of gauging the performance of an organization, program, policy or initiative respecting expected results.

performance reporting: The process of communicating evidence-based performance information. Performance reporting supports decision making, accountability and transparency.

planned spending: For Reports on Plans and Priorities (RPPs) and Departmental Performance Reports (DPRs), planned spending refers to those amounts that receive Treasury Board approval by February 1. Therefore, planned spending may include amounts incremental to planned expenditures presented in the Main Estimates.

A department is expected to be aware of the authorities that it has sought and received. The determination of planned spending is a departmental responsibility, and departments must be able to defend the expenditure and accrual numbers presented in their RPPs and DPRs.

plans: The articulation of strategic choices, which provides information on how an organization intends to achieve its priorities and associated results. Generally a plan will explain the logic behind the strategies chosen and tend to focus on actions that lead up to the expected result.

priorities: Plans or projects that an organization has chosen to focus and report on during the planning period. Priorities represent the things that are most important or what must be done first to support the achievement of the desired Strategic Outcome(s).

program: A group of related resource inputs and activities that are managed to meet specific needs and to achieve intended results and that are treated as a budgetary unit.

Program Alignment Architecture: A structured inventory of an organization's programs depicting the hierarchical relationship between programs and the Strategic Outcome(s) to which they contribute.

Report on Plans and Priorities: Provides information on the plans and expected performance of appropriated organizations over a three-year period. These reports are tabled in Parliament each spring.

results: An external consequence attributed, in part, to an organization, policy, program or initiative. Results are not within the control of a single organization, policy, program or initiative; instead they are within the area of the organization's influence.

statutory expenditures: Expenditures that Parliament has approved through legislation other than appropriation acts. The legislation sets out the purpose of the expenditures and the terms and conditions under which they may be made.

Strategic Outcome: A long-term and enduring benefit to Canadians that is linked to the organization's mandate, vision and core functions.

sunset program: A time-limited program that does not have an ongoing funding and policy authority. When the program is set to expire, a decision must be made whether to continue the program. In the case of a renewal, the decision specifies the scope, funding level and duration.

target: A measurable performance or success level that an organization, program or initiative plans to achieve within a specified time period. Targets can be either quantitative or qualitative.

voted expenditures: Expenditures that Parliament approves annually through an Appropriation Act. The Vote wording becomes the governing conditions under which these expenditures may be made.

whole-of-government framework: Maps the financial contributions of federal organizations receiving appropriations by aligning their Programs to a set of 16 government-wide, high-level outcome areas, grouped under four spending areas.

Endnotes

i. **Whole-of-government framework**, http://www.tbs-sct.gc.ca/ems-sgd/wgf-ipp-eng.asp
ii. **2016–17 Main Estimates**, http://www.tbs-sct.gc.ca/hgw-cgf/finances/pgs-pdg/gepme-pdgbpd/index-eng.asp
iii. **Tax Expenditures and Evaluations publication**, http://www.fin.gc.ca/purl/taxexp-eng.asp